

**QUARTERLY REPORT NUMBER EIGHTEEN  
DEMOCRACY AND GOVERNANCE:  
DELIBERATIVE BODIES IQC**

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*Submitted to:*

**U.S. Agency for International Development**  
*Under Contract No. AEP-I-00-00-00004-00 (CLIN 007)*



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*Submitted by:*

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**October 2004**

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October 26, 2004

Mr. Keith Schulz  
Democracy Center, Global Bureau (G/DG)  
Room 6.07-071, Ronald Reagan Building  
Agency for International Development  
Washington, D.C. 20523-2052

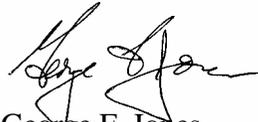
Dear Mr. Schulz:

The Deliberative Bodies IQC (CLIN 007) that Development Associates currently is implementing for USAID stipulates that we provide a Performance Monitoring Report to you as our COTR on a quarterly basis.

Development Associates herewith submits our report covering the quarter just ended. We believe this meets our responsibility under Section G.9 (a) of the contract. Included in it is the Quarterly Financial Report required under Section G.9 (b). A copy also is being sent to the USAID/W Contracting Officer.

If you have any questions or comments about this submission, please be in touch.

Sincerely,



George F. Jones

Director

Democracy and Governance Programs

cc: Robert Samuel Taylor, USAID/M/OP/G/DGHCA

Enclosures: As stated

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**QUARTERLY REPORT (JULY 1 – SEPTEMBER 30, 2004) ON THE  
DEMOCRACY AND GOVERNANCE  
DELIBERATIVE BODIES IQC (CLIN 007)  
AEP I-00-00-00004-00**

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**I. BASIC DATA ON THE ACTIVE TASK ORDERS**

- ▶ **Uganda/Legislative Support Activity.** *Contract No. OUT-AEP-I-00-00-00004-00, Task Order No. 804. Period of Performance: 5/1/02 – 2/7/05. Amount: \$1,943,847.*

The 7<sup>th</sup> Parliament of Uganda took office on July 3, 2001, for a five-year term. Its most serious problems include size (it has 305 members) and management (made more difficult by size and by lack of political party representation); lack of skills; lack of information; poor legislative drafting; and poor credibility, both with the public and with the Executive Branch. All of these problems are compounded by the fact that over half of the MPs are newly-elected, and cannot rely on the institutional memory and informal networks that helped their predecessors.

Development Associates and its partner, Development Alternatives, were competitively awarded this Task Order under our Deliberative Bodies IQC, in order to advance the Mission's Strategic Objective of More Effective and Participatory Governance. The TO assigns five tasks to the contractor: 1) building human and institutional capacity through training; 2) fostering increased constituent services and dialogue; 3) strengthening legislative drafting; 4) promoting ethics and anti-corruption measures; and 5) fostering systems for free and fair elections. Approximately half of the total effort is to be devoted to the first task. The tasks will be carried out through short and long-term technical assistance; organization of in-country and third-country workshops, conferences, training, and observation tours; collection and dissemination of information on legislative norms, standards and practices from democratic countries; procurement and installation of necessary information systems hardware and software; and organization of conferences and seminars to bring together MPs and civil society and local government representatives.

DA has an office in Kampala staffed by an experienced American professional and a skilled Ugandan staff of six.

*Client references: Marie-Claire Sow, Contracting Officer, USAID/Uganda, tel. 256-41-387-387, email [mcsow@usaid.gov](mailto:mcsow@usaid.gov), and Susan Cowley, Cognizant Technical Officer, USAID/Uganda, tel. 256-41-387-387, fax 256-41-387-293, email [scowley@usaid.gov](mailto:scowley@usaid.gov).*

- ▶ **Armenia/Legislative Strengthening Program I. Contract No. OUT-AEP-I-00-00-00004-00, Task Order No. 803. Period of Performance: 4/1/02 – 8/31/04. Amount: \$2,301,804.**

This project seeks to encourage the development of a more responsive and effective Parliament in Armenia by improving its internal management systems and increasing citizen access to the legislative process. The project grows out of a USAID review of National Assembly operations, needs identified by the National Assembly, and planned other donor programs. It is focused on three areas:

- 1) strengthening the internal capacity of the National Assembly to support the legislative process, focusing particularly on the financial and economic analytical aspects of that process;
- 2) improving National Assembly systems for constituency relations and outreach; and
- 3) increasing public and media access to information about the National Assembly's operations.

Strengthening the National Assembly's capacity in these three areas will directly contribute to the Mission's strategic objective of "More Transparent, Accountable and Responsive Democratic Governance," as well as indirectly support the Mission's legislative and policy reform objectives across the range of sectors in which the Mission is working.

Although the National Assembly has taken steps to become a more effective branch of government, nonetheless it needs to refine further its operations, especially in terms of its legislative function and related internal procedures. In addition, in order for citizens to make informed decisions, they need greater access to the National Assembly, both to information about the Assembly and to the deputies themselves. To assist with this process, deputies need to understand the importance of, and have the ability to handle, constituent relations.

Employing a mix of technical assistance, training, and limited inputs of commodities, and face-to-face consultations with National Assembly members and staff, Armenian think tanks, nongovernmental organizations (NGOs), the Armenian diaspora community, and other USAID implementing partners, the Development Associates/Development Alternatives team in Armenia seeks to build internal legislative capacity and establish sound governance, while promoting sustainability, local ownership, and effective outreach to the public.

The project was granted a cost extension in June 2004, extending its life through August 31, 2004.

*The client references are: Technical Officer, Bella Markarian, email: [bmarkarian@usaid.gov](mailto:bmarkarian@usaid.gov), and Contracting Officer, David Brown, email: [dbrown@usaid.gov](mailto:dbrown@usaid.gov), USAID/Yerevan, Phone: 3741-52-99-75, 58-61-63, 543-835, fax 374-1-543-874.*

- ▶ **Armenia/Legislative Strengthening Program II. Contract No. OUT-AEP-I-00-00-00004-00, Task Order No. 805. Period of Performance: 9/1/04-8/31/07. Amount: \$2,483,853.00**

This project focuses on:

**Task One** — Facilitating and institutionalizing the involvement of Armenia’s legislative community to advocate, lobby and advise the National Assembly on policy and legislative issues;

**Task Two** — Improving the functioning of key committees and departments of the National Assembly by having them work closer with the legislative community in jointly analyzing, researching, commenting on and drafting legislation;

**Task Three** — Improving the ability of select units and individuals within the National Assembly to be more transparent, representative and responsive to citizen priorities, interests and concerns; and

**Task Four** — Developing the National Assembly’s ability to improve oversight of the executive branch through existing mechanisms and, to the extent possible, through assisting in the creation of new mechanisms via Constitutional and legislative amendments.

This activity supports the USAID/Armenia’s 2004-2008 Strategy, specifically Strategic Objective 2.1, “Improved Democratic Governance.” This activity will directly contribute to IR 2: “Targeted Governance Institutions Strengthened” and sub-IR 2.1.2: “More Responsive and Effective Parliament”. It will also contribute to IR 1: “Civic Participation Expanded”.

It is recognized that certain constraints on legislative strengthening exist in Armenia. In particular, working to improve the ability of the National Assembly to practice better oversight of the executive will probably yield only limited results until constitutional amendments and new or modified legislation allows for more oversight mechanisms. Opportunities for large-scale improvements in the National Assembly’s ability to be more representative and accountable to the Armenian people are also limited. Nonetheless, the project has identified targets for increasing openness and improving representation and especially in increasing public participation in the legislative process.

Employing a mix of technical assistance, training, and limited inputs of commodities, and one-on-one consultations with National Assembly deputies and staff, Armenian policy analysis centers, nongovernmental organizations (NGOs), the Armenian diaspora community, and other USAID implementing partners, the Development Associates/Development Alternatives team in Armenia works with the elected deputies and appointed staff to increase public participation, increase transparency of the legislative process, and develop a capacity for legislative analysis to improve legislation and oversight. These efforts will build internal capacity and promote sustainability. ALSP Phase II conducts its activities in close coordination with the other international organizations providing assistance to the Assembly in order to avoid overlap and duplication of efforts.

The client references are: Technical Officer, Bella Markarian, email: [bmarkarian@usaid.gov](mailto:bmarkarian@usaid.gov), and Contracting Officer, David Brown, email: [dbrown@usaid.gov](mailto:dbrown@usaid.gov), USAID/Yerevan, Phone: 3741-52-99-75, 58-61-63, 543-835, fax 374-1-543-874.

## II. ACTIVITIES CARRIED OUT AND PROGRESS MADE

### UGANDA

#### A. PROGRESS THIS QUARTER

##### 1. Introduction and Summary

During this quarter, Development Associates/Uganda Legislative Support Activity (DA/LSA) continued to implement the Task Order in close partnership with USAID/Uganda and the Office of Parliamentary Professional Development (OPPD) at Parliament. USAID approved LSA's Third Annual Work Plan on July 8, 2004.

During this quarter, DA/LSA:

- a) organized and sponsored an HIV/AIDS National Forum on "Anti-Retroviral Therapy: Where Are We And Where Are We Going?",
- b) conducted a Technical Assessment of the strategic plan and first year work plan of the Parliamentary Committee on HIV/AIDS,
- c) conducted a Technical Assessment of the strategic plan and first year work plan of the Parliamentary Committee on Government Assurances,
- d) organized and sponsored a one-day workshop with the: Uganda Women's Network (UWONET),
- e) organized and sponsored a Speaker's Dinner and other meetings and discussions for Members of Parliament and Executive Branch officials on "Parliamentary Scrutiny of the Executive Using Parliamentary Questions and Debate", and
- f) hired a Media Campaign Manager.

##### 2. Significant Activities During This Quarter

###### a. National HIV/AIDS Forum, Kampala, Uganda, July 29 – 30, 2004

Working in conjunction with the Parliamentary Committee on HIV/AIDS, LSA organized and sponsored a National HIV/AIDS Forum, with the theme, "Anti-retroviral Therapy: Where Are We And Where Are We Going". The forum brought together parliamentarians, national and district health officials, district chairpersons, civil society and development partners. The forum provided a platform for stakeholders to:

- ▶ Review the current policy and practice on the provision of anti-retroviral treatment;
- ▶ Discuss the sustainability and future prospects for the provision of anti-retroviral treatment; and

- ▶ Make recommendations to the Parliamentary Committee on HIV/AIDS on where and how access to anti-retroviral treatment may be accelerated.

Key participants at the forum included the Speaker of Parliament, the Minister and Director General of Health Services (Ministry of Health), Members of Parliament, district health officials, Uganda AIDS Commission, Joint Clinical Research Centre (JCRC), health care providers, people living with HIV/AIDS, civil society, and the private sector. Special contributions were made by the US Ambassador and a special representative of the United Nations. Participants represented 51 of Uganda's 56 districts.

For two days, participants focused on issues, themes, policies, and reports. Primary among the policies examined was the Ministry of Health's (MoH) anti-retroviral therapy programme which was launched in June 2004. The programme is part of the MoH's National Strategic Framework for Expansion of HIV/AIDS Care and Support in Uganda (2001/2 – 2005/6). It was generally acknowledged that while anti-retroviral treatments have been available in Uganda since 1998, they have been largely administered within the private and non-profit sectors and based primarily on patients covering their own costs. Within this context, participants charged that there has been: 1) uneven access, 2) a pattern of social differentiation, and 3) exclusion.

It was generally agreed and accepted that there are an estimated 100,000 – 150, 000 people in Uganda requiring anti-retroviral treatment. There was also agreement about such issues as the need to better mobilize financial, human and technical resources. Other identified issues were: human capacity, training for health workers, drug procurement, storage for drugs, laboratory and cost support, recording and monitoring and increased testing (*Ref. Ministry of Health Annual Performance Report 2002 and Draft Anti-retroviral Policy for Uganda, 2003*).

A strong presentation, appeal and objection was made by a coalition representing people living with AIDS (PLWA). The key spokesperson for the coalition voiced thanks and appreciation for such a national forum being organized. It was stated that there is a need for such open dialogue and more forums should be organized. An appeal was made to the Ministry of Health (MOH) in particular, and to professional health care organizations and institutions, to engage PLWA as partners in managing planning, implementation, counselling and evaluation. The spokesperson, in an objection and appeal, called on the chairperson of the session to reconsider the decision to allow "only fifteen minutes" to present issues, concerns and recommendations of PLWA. The spokesperson stated that they "have waited all these years and are only given fifteen minutes". Both the session chair and the audience were receptive to the objection and appeal. Addition time was therefore granted.

- ▶ The MoH provided valuable policy information to forum participants.
  - a. The MoH admitted that it had come under "friendly fire" from PLWA who want to be included in planning in meaningful ways: implementation, counselling and evaluation. The Director General of Health Services said from now on they would be. The Director General as well as the Director of the Joint Clinical Research Centre (JCRC) emphasized the importance of PLWA being clinically trained as well as the importance of knowing one's limits.

- b. All regional referral hospitals are to get accreditation (eleven are currently providing anti-retroviral treatment).
- c. District hospitals are also becoming accredited (MOH would like to complete by 2004).
- d. By the end of 2005, all health centre 4s will have the capacity to distribute anti-retroviral drugs. (*Ref: Health Sector Strategic Plan, Mid-Term Review Report, MoH, 2003*).
- ▶ The US Ambassador provided information about President Bush's Presidential Emergency Plan for AIDS Relief (PEPFAR). The Special Representative from the United Nations provided words from the Secretary General of the United Nation (UN) and also referenced the 2004 Report on the Global AIDS Epidemic, UNAIDS, June 2004.
- ▶ Participants were provided information and reports from: Brazil, Botswana, South Africa and Thailand.

#### *Recommendations and Way Forward*

- ▶ Commitment, priority and political leadership is needed in accelerating anti-retroviral treatment with emphasis on legislation and policy to create an enabling environment for prevention, care and support.
  - ▶ A policy of access to treatment based on human rights, equity and ethnics.
  - ▶ Programme components: public health policy and principles for effective anti-retroviral therapy roll out.
  - ▶ Finance and sustainability for anti-retroviral treatment.
  - ▶ Declaration of national emergency.
  - ▶ Meaningful involvement of PLWA in providing support and health care service.
  - ▶ Meaningful involvement of CSOs.
  - ▶ Resource utilization and efficiency.
  - ▶ Increased monitoring, evaluation and testing.
- b. **The Effective Use of Question Time and Improvement of Debating Skills for the Parliament of Uganda, September 20 – 24, 2004**

Working in close collaboration with the Speaker of Parliament, DA/LSA brought in a consultant for a week of events and activities for the express purpose of engaging Members of Parliament, the Executive, and Parliamentary Staff in discussion of "The Effective Use of Question Time and Improvement of Debating Skills for the Parliament of Uganda". Sir Colin Shepherd, Director of Parliamentary Studies, Centre for Political and Diplomatic Studies, Westminster and Oxford, United Kingdom, was contracted by LSA for this purpose.

The consultant was asked to:

- ▶ Review Parliamentary Rules of Procedure and Parliamentary Hansards to assess the effectiveness of the use of Question Time and the debating skills of Members of Parliament.
- ▶ Identify weaknesses in the current practice.
- ▶ Provide Members of Parliament with recommendations for better practice and results.

The desired output of the consultancy was twofold:

- ▶ Produce a report on the current use of Question Time and on current debating skills of Members of Parliament, identifying challenges and recommendations for improvement.
- ▶ Design and make a presentation to Members of Parliament on the challenges identified and recommendations for improvement.

It is the Speaker's position that there is a need to 1) better understand Parliamentary Question Time and thereby become more effective in its usage, 2) raise the level of debate in Parliament, and 3) enable Members of Parliament to ask admissible, precise questions that meet the information needs they have as well as enable Government to answer questions efficiently and in a timely fashion. If these objectives are accomplished, Parliament will be made stronger and more effective, especially in its roles of executive engagement and oversight, and will better serve Uganda.

As he examined Parliament's history and met with key leaders of Parliament, Sir Colin made an assessment, offered comments, suggestions and recommendations. He met with the Speaker of Parliament, Deputy Speaker of Parliament, Parliamentary Commissioners, individual MPs and Chairs of various Committees, the Prime Minister (Leader of Government Business), the Minister of State for Parliamentary Affairs, The Clerk and Officers in the Office of the Clerk, the Director of the Office of Parliamentary Professional Development (OPPD), the Director of Library Research and Information Services, the Editor of the Hansard and other Parliamentary Staff.

The events were attended by approximately 180 participants, including 120 Members of Parliament, 30 Parliamentary Staff, and five members of the Executive. Sir Colin's report is summarized in an Annex to this Quarterly.

**c. Technical Assessment: Parliamentary Committee on HIV/AIDS**

As a follow-up to a LSA-organized and sponsored workshop on "First Year Work Plan Strategy for the Parliamentary Committee on HIV/AIDS" (April 3 – 6, 2003), LSA engaged an Analytical Consultant to conduct a Technical Assessment of the plan. The objective of the assessment was to 1) meet with the Chair of the Committee, individual members and the Clerk to the Committee, 2) discuss the Strategic First Year Work Plan, 3) examine results, and 5) chart a course for the way forward.

The assessment also examined the planned Parliamentary HIV/AIDS Resource Centre, a framework for future strengthening of linkages between district/constituency based HIV/AIDS Task Forces and Parliament.

In his submission to LSA (August 2004), “Performance Monitoring: Implementation of Strategic Plan and 1<sup>st</sup> Year Work Plan of the Uganda Parliamentary Committee on HIV/AIDS”, the Consultant presented observations, comments, suggestions and recommendations. These are contained in Annex B.

**d. Technical Assessment: Parliamentary Committee on Government Assurances**

As a follow-up to the LSA organized and sponsored workshop on strategic planning and First Year Work Plan for the Parliamentary Committee on Government Assurances (February – March 2003), LSA engaged an Analytical Consultant to conduct a Technical Assessment of the plan. The objective of the Technical Assessment was to: 1) meet with the Committee, individual members, and Clerk to the Committee, 2) review the Committee’s first year work plan, 3) determine to what extent plans have been carried out, 4) examine strengths and weaknesses, 5) highlight key issues and findings, and 6) provide recommendations and suggestions for the way forward.

The Analytical Consultant’s report to DA/LSA (“Progress Review: Findings and Recommendations”) is in Annex C.

**e. Parliamentary Committee on Social Services**

DA/LSA purchased and supplied the Parliament Committee on Social Services with a computer, printer, UPS and other accessories.

**f. Media Campaign Manager**

On September 1, 2004, LSA hired a Media Campaign Manager. This media professional will plan, organize and facilitate a National Media Campaign (public information dissemination programme). The media programme will be designed to focus on three themes: anti-corruption, conflict and reconciliation, and HIV/AIDS. The campaign will be launched with the anti-corruption theme initially, and later include the two other topics.

The anti-corruption campaign is a follow-up to a two-day workshop (December 2003) for Members of Parliament who serve on three key Committees with oversight for public expenditures: Public Accounts Committee (PAC), Local Government Accounts Committee (LGAC), and the Committee on Commissions, Statutory Authorities, and State Enterprises. The workshop participants recommended that various media channels be utilized, with emphasis on radio and newspapers. The workshop stressed clustering the four regions for target and impact.

The media campaign will be launched airing a one-hour educational radio programme on four regional radio stations. Radio spots will also be placed on the air, consisting of information related to 1) Parliamentary activities, 2) specific Parliamentary Committees, 3) the purpose of the campaign, reports and surveys, and other relevant information.

## **B. ACTIVITIES PLANNED FOR NEXT QUARTER**

During the next quarter, DA/LSA will:

- ▶ Conduct a pre-field visit and organize a fact-finding field visit for the Parliamentary Committee on Social Services to five districts in Eastern Uganda: Tororo, Mayuge, Iganga, Palisa, Mbale, Sironko and Busia.
- ▶ Launch a National Media Campaign on Anti-Corruption, HIV/AIDS, and the Conflict in Northern Uganda (November 2004), in coordination with the Parliamentary Committees on Local Government Accounts, Commissions, Statutory Authorities and State Enterprises and Public Accounts.
- ▶ Organize and sponsor a two-day capacity building workshop for Clerks to Parliament.
- ▶ Finalize discussions and contract with the Management Training and Advisory Centre (MTAC) to provide capacity building training for Parliament's Public Relations Office.
- ▶ Organize and sponsor LSA's Second Parliamentary Internship Session. Advertise and conduct meetings and interviews at several colleges and universities.
- ▶ Prepare for an out of country exposure trip by Members of Parliament and Staff (to Ghana, Tanzania, Zambia, or South Africa).
- ▶ Advertise for, select and hire a DA/LSA Program Assistant.

## **C. PROBLEMS ENCOUNTERED AND REMEDIAL ACTION TAKEN**

### ***1. Analysis of Project Strengths***

- ▶ Liasing and networking with DA, USAID, OPPD, Members of Parliament and Staff, CSOs and vendors.
- ▶ Ability to obtain information in a relatively short period of time.
- ▶ Holding regular staff meetings and actively engaging all staff in providing input.

### ***2. Analysis of Project Weaknesses***

- ▶ The DA/LSA program lacks sufficient editing and proofreading skills for efficient preparation of reports and other important documents. Because of this 'gap,' a much stronger emphasis will be placed on these qualifications in recruiting and hiring the new Program Assistant.
- ▶ The timeliness with which reports are drafted, edited, proofed, reproduced and delivered needs to be improved.

- ▶ With new USAID rules, regulations, policies and procedures, there are increasing demands on staff time to attend meetings, review and complete forms and report. The office will re-organize as necessary to meet these challenges.

***D. Unresolved Issues or Constraints on the Project***

- ▶ The final obligation of funds from USAID for the period May 1, 2002 – February 7, 2005, had not been received by quarter's end. Through September 30, the project had spent 82.1% of its obligated funds. Annual Work Plan program activities were curtailed during this quarter due to the uncertainty of funding.
- ▶ Nor have we received a decision on DA's proposal for a costed extension of the project. On May 6, the Mission informed us that it was "considering a modification to extend the period of performance of the above referenced Task Order from February 7, 2005, to June 30, 2006; the anticipated amount which could be available to fund the resulting increase in the ceiling amount is estimated at approx. \$1,100,000." DA submitted on June 8 a proposal in response to this request.
- ▶ There is a continuing need for a multi-purpose state-of-the art photo copier. Currently, LSA is utilizing an antiquated process for needed photo copying.

**TABLE 1**  
**OCTOBER 1, 2003 – SEPTEMBER 30, 2004**

<b>LSA PMP QUARTERLY REPORTING FORM FYO</b>							
	<b>Baseline FY 04</b>	<b>Target FY 04</b>	<b>Actual Oct- Dec 03</b>	<b>Actual Jan-Mar O4</b>	<b>Actual April- Jun 04</b>	<b>Actual July- Sep 04</b>	<b>Actual Annual FY 04</b>
<b>SO-9 LEVEL</b>							
1. Number of CSOs submitting written comments to parliamentary committee hearings	42	50	13	16	7	15	51
2. Number of Parliamentary Committees invited by CSOs for briefings and dialogue.	4	6	0	0	0	1	1
<b>IR-9.1 LEVEL</b>							
3. Number of bills substantively reviewed by parliamentary committees before enactment.	10	13	1	5	2	7	15
4. Number of Private Members Bills introduced by MPs.	1	1	0	0	1	0	1
<b>IR 9.1.2 LEVEL</b>							
5. Number of target CSOs having a legislative agenda with Parliament	28	40	4	9	11	14	38
6. Number of target CSOs with legislative agenda items reflected in Parliament Bills.	13	18	0	2	2	8	12
<b>IR 9.1.3. LEVEL</b>							
7. Number of Parliamentary Committees that request information from the PBO.	11	13	5	4	9	10	28
8. Number of Parliamentary Committees that request information from the Parliamentary Research Service	8	12	9	6	4	2	21
9. No. of Bills for which budgetary impact analysis is drafted by PBO.	9	11	5	4	0	3	12

\*The CSOs may or may not be the same in all quarters or years

**TABLE 2**  
**JULY 1, 2004 – SEPTEMBER 30, 2004**

No.		ACTUAL
1	<b>Number of Civil Society Organizations submitting written comments to Parliamentary Committee hearing: 1) Council for Economic Empowerment of Women in Africa (CEEWA) 2) Lake Victoria Free Trade zone 3) Uganda Hotel Owners' Association 4) FICA Uganda 5) Garden Seeds 6) General and Allied 7) Democratic Monitoring Group 8) Action for Development 9) Uganda Joint Christian Council 10) Uganda Journalist Safety Committee 11) Coalition for Access to essential Medicine (HEPS Uganda) 12) Uganda Manufactures Association 13) Uganda Motors Association 14) Uganda Second Hand Motor Vehicles Association 15) Uganda Manufacturers Association</b>	15
2	Number of Parliamentary Committee invited for briefings and Dialogue by Civil Society Organizations Legal and Parliamentary Affairs Committee	1
3	<b>Number of Bills substantively reviewed by Parliamentary Committee before enactment</b> 1) Seeds and Plant Bill 2) Agricultural Chemicals Control Bill, 2003 3) Referendum and other Provisions Bill 4) Finance Bill 2004 5) Value Added Tax Amendment Bill 6) Income Tax Amendment Bill 7) Local Government Ratings Bill	7
4	<b>Number of Private Members Bills introduced by MPs</b>	0
5.	<b>Number of Bills amended</b> 1. Seeds and Plant Bill 2. Referendum and other Provisions Bill	2
6	<b>Number of Target Civil Society Organization with Legislative agenda with Parliament: 1) Council for Economics Empowerment of Women in Africa (CEEWA) 2) FICA Uganda 3) Garden Seeds 4) General and Allied 5) Action for Development 6) Uganda Joint Christian Council 7) Uganda Journalist Safety Committee 8) Democratic Monitoring Group 9) Human Rights Network (HURINET), 10) The Uganda Association of Women Lawyers (FIDA-U), 11) Uganda Peace Foundation, 12) Action for Development (ACFODE) 13) Uganda Women's Network (UWONET) 14) Uganda Debt Network</b>	14
7	<b>Number of Target Civil Society Organization with Legislative Agenda items reflected in Parliamentary Bills</b> 1) Action for Development 2) Uganda Joint Christian Council 3) Uganda Journalist Safety Committee 4) Democratic Monitoring Group 5) Council for Economics Empowerment of Women in Africa (CEEWA) 6) FICA Uganda 7) Garden Seeds 8) General and Allied	8
8	<b>Number of Parliamentary Committees that request information from the Parliamentary Budget Office</b> 1) Committee On Finance, Planning and Economic Development, 2) Committee on Agriculture, Animal Industry and Fisheries 3) Committee on Defence and Internal Affairs 4) Committee on Social Services 5) Committee on Works, Housing and Communications 6) Committee on Natural Resources 7) Committee on Public Service and Local Government 8) Committee on Tourism, Trade and Industry 9) Committee on Presidential and Foreign Affairs 10) Committee on Legal and Parliamentary Affairs	10
9	<b>Number of Bills for which budgetary impact analysis is drafted by Parliamentary Budget Office</b> 1) The Finance Bill 2004/2005 2) Appropriation Bill 2004/2005 3) Supplementary Appropriation Bill 2003/2004	3
10	<b>Number of Parliamentary Committees that request information from the Parliamentary Research Service</b> 1) Committee on Tourism, Trade and Industry Committee on National Economy	2

## ARMENIA I

### A. PROGRESS THIS QUARTER

#### 1. *Introduction and Summary*

The DA/DAI team concluded Armenia Legislative Strengthening Program Phase I on August 31, 2004. The Armenia Legislative Strengthening Program Phase II began September 1 and is discussed below under ARMENIA II.

The National Assembly of the Third Convocation was in recess during July and August. This provided an opportunity for the DA/DAI team to conduct final activities with National Assembly counterparts with the goal of ensuring that all project activities had been completed as planned under that task order. While a close-out plan including disposition of property was prepared, the actual transfer of property was not conducted once the new contract was signed (which stipulated carry-over of project property for the use of the new phase II).

Politically, the deputies of the National Assembly, while technically on vacation, were preparing for the fall legislative session. Most notably, this included the submission of draft constitutional amendments to the National Assembly by coalition deputies and a single opposition deputy. A third proposal by the nominally non-aligned deputies of the United Labor Party was submitted in mid-September 2004. Responding to a request by the National Assembly addressed to USAID, ALSP accepted the responsibility of translating the draft amendments into English, so that the National Assembly could send them for the expert assessment of the Council of Europe's Venice Commission.

During the summer months, the National Assembly also completed the reorganization of its staff, including the recruitment of new staff for two major new departments, in accordance with the Civil Service Law. The Department of Social Policy Research, charged with comprehensive analysis of the education, culture, health, and social security sectors, received assistance from the ALSP team in developing its strategic mission as well as in the organization of a series of roundtables with civil society organizations in the areas of its expertise. ALSP as well assisted the Department of Regional Policy Analysis in defining its mission and facilitated a number of meetings with international organizations providing assistance and conducting programs on regional development and local self-governance and decentralization. Mid-level and entry-level civil service staff at the National Assembly continue the attestation process confirming them in their current positions.

The ALSP team together with the National Assembly website division continued to enhance the Assembly's website ([www.parliament.am](http://www.parliament.am)) by updating the site with complete biographical information (prepared as part of the publication of the *National Assembly Guide to the 3<sup>rd</sup> Convocation*). Additionally, the team assisted the Web Division's work to ensure that each Assembly department's intranet site was functioning and that staff were trained to upload information to their departmental pages in the future. This included debugging for technical problems which arose mainly as a result of Armenian font issues.

ALSP provided to all deputies and all department heads a brief overview of the activities and results conducted under the USAID Armenia Legislative Strengthening Program.

In August, the ALSP Chief of Party, while on annual leave, participated in meetings of the Parliamentary Libraries and Research Centers' Division of the International Federation of Library Associations (IFLA) in Valparaiso, Chile and Buenos Aires, Argentina. During the latter meetings, she conducted a workshop jointly with Clay Wellborn of the Congressional Research Services on modern legislative research services using the development of the Armenian National Assembly's legislative research service during the past two years as a case study.

ALSP conducted a meeting with the department heads comprising the National Assembly Research and Analysis Working Group (RAWG) to discuss the recommendations of ALSP based on its experience of two years of assistance to these units and its February survey of the use of the research services. The department managers accepted the basic tenets of the report and together with ALSP outlined next steps which might be taken to strengthen legislative analysis support within the National Assembly.

Two training efforts were on ALSP's agenda this quarter: MS Excel training for Information Department Staff and the training for all NA staff on the use of the National Assembly's LAN and Intranet, which also included the introduction of an NA E-mail policy and guide. Significantly, this training was conducted principally by the NA IT Department staff, with minimal assistance from ALSP consultant Samvel Markosyan.

ALSP continued to provide technical training to staff of the National Assembly's Library, Archives, and Research Department and the Citizen Letters Division of the Secretariat in the design, data-entry and use of databases for public catalogs of library and archive collections, external resources, and citizen letters tracking systems.

ALSP Constituency Relations Specialist Arsen Stepanyan continued to participate in the work of the National Assembly working group of NA deputies and staff on a Code of Conduct for Deputies, a project funded and organized by OSCE under the leadership of Deputy Speaker Vahan Hovhannesian.

ALSP continued its regular meetings with the National Assembly Chief of Staff Haik Kotanian, Deputy Chief of Staff Hovhannes Zargaryan, Head of the Secretariat Tatul Soghomonian, Head of the Public Relations Department Anahid Adamian, Head of the Information Department Marusya Asatryan, the Head of the Legislative Analysis Department Ashot Khachatryan, the Deputy Head and Heads of divisions of the Social Policy Research Division Astghik Navasardyan, Ashot Harutiunyan, Hasmik Matevosyan, and Rasmik Grigoriyan; the Head of the Regional Policy Analysis Division Ashot Sahikyan, the Head of the Human Resource Division Vardouhi Khachatryan, and the Deputy Head of the HRM responsible for training, Erik Minasyan. Additionally, ALSP staff met regularly with the chairs and staff of the standing committees of the National Assembly. These meetings provided opportunities to identify and discuss areas of assistance pertinent to the ALSP mission, program progress and deliverables.

During the July USAID Democracy and Governance Roundtable, ALSP was asked to present the results achieved in the National Assembly with ALSP assistance in the area of constituency relations.

The TACIS/ Support to the National Assembly (SNA) program completed delivery of the IT equipment foreseen under that program (most notably the delivery of equipment to the Citizen

Letters Division and connection of that department to the National Assembly intranet via installation of fiber optic cable in the NA main building).

ALSP continued its collaboration with other donor projects seeking to provide assistance to the National Assembly by attending weekly meetings of the USAID Economic Restructuring and Energy Office, occasional USAID Democracy and Governance Roundtables and inter-donor Budget Assistance Coordination meetings. During this quarter, ALSP staff cooperated in particular with such international technical assistance providers as DFID (MTEF), GTZ, EU/TACIS, UNDP, OSCE, and the British Embassy. ALSP cooperated as well during this quarter with USAID implementing partners Bearing Point (Tax and Fiscal Program), CHEMONICS MEDI project; PADCO; Junior Achievement, Eurasia Foundation, Internews, World Learning, AED, IFES, NDI, Urban Institute, as well as with the US Treasury Budget Advisor.

No expat STTA specialists were engaged during this quarter. Local STTA were contracted on research and analysis; database software installation and training; developing the IT strategy and e-mail policy at the National Assembly; and analysis of constitutional law amendments. Student interns completed their *pro-bono* work with ALSP staff this quarter.

During this quarter, the project assisted the National Assembly in the distribution of a number of publications, including:

- 339 copies of the *Guide to the National Assembly of the Third Convocation* (Armenian)
- 649 copies of the *Guide to the National Assembly of the Third Convocation* (Trilingual)
- 339 copies of the NA Informational Film on DVD, 28 NA Informational Film on Video
- 2 copies of the booklet *Gender Policies and Gender Expertise: Consideration for Legislatures*
- 100 National Assembly Pocket calendars marked with the plenary session
- Copies of the *Proceedings of the 2003 New Member Orientation Seminars*

## **2. Significant Activities/Events**

### **Cross-cutting Activities**

#### *IT Training for National Assembly Staff*

After the training sessions conducted together by ALSP local IT STTA consultant and the National Assembly Telecommunications Division (TD) in June, the staff of the NA TD with some ALSP staff support, on September 13 implemented a training session on the use and exploitation of the Local Area Network for National Assembly Staff. The training session was designed as a succinct two-hour session, and National Assembly staff, including staff experts from standing committees, factions, as well as staff of the chairman and deputy chairmen and that of the chief of staff of the National Assembly were invited to participate. The LAN training sessions included basic principles of safe and secure exploitation of the newly restructured National Assembly LAN, with an emphasis on creating shared environments for easier cooperation inter- and intra-departmentally. Departments have all received a booklet with instructional materials on the LAN and technology issues and policies developed by the National Assembly with ALSP assistance.

The National Assembly IT team is now able to conduct these training sessions on a regular basis.

#### *E-mail Policy Paper for NA Staff*

The Telecommunications Division continues its work, based on recommendations developed with the ALSP team, to work to provide all deputies and staff of the National Assembly with uniform e-mail addresses based on a consistent principle.

#### *Publishing/Printing Facility*

During this quarter ALSP staff worked with Taguhi Arakelian, the Director of the National Assembly Print House, to put into operation the newly repaired printing facility purchased by USAID for the National Assembly under ALSP. Two primary documents were the focus of on-the-job training. One project was the redesign of the telephone directory for the Constituency Information Center at the reception area of the National Assembly. While the layout is complete, the final directory is forthcoming, as not all data have been verified by the publications division. The second project was the design of the informational publication on the office of Armenia's ombudsman which was produced within the framework of the National Assembly's project with UNDP. Using skills acquired at ALSP-supported trainings, Ms. Arakelian has also redesigned and reconfigured the National Assembly telephone book to be printed on demand on the National Assembly's facility. Similarly, the Constituency Relations Manual which was produced by the ASLP with the National Assembly staff can now be printed on demand as additional copies are required.

#### *Gender Issues*

As part of the discussions of the draft Family code, gender expertise of the code was prepared by National Assembly Education committee expert and presented to the Education Committee.

#### *Program Monitoring and Evaluation*

During this final quarter, ALSP solicited responses from the panel of deputies, NGOs, and local government officials to the scorecards of legislative access and legislative process for the session of parliament which ended in June 2004.

The final monitoring and evaluation effort was to prepare the report on results of program for incorporation into the task order final report.

#### Area 1. Strengthening Internal Capacity to Support the Legislative Process

ALSP's Alex Sardar led a delegation comprised of USAID CTO Bella Markarian, ALSP's Armenian STTA on constitutional law Lusine Abovyan, as well as ABA CEELI Chief of Party Karen Kendricks, to a meeting with Deputy Chairman of the National Assembly Tigran Torossian. The central issue for the meeting were the upcoming constitutional amendments process, being handled by the National Assembly's Ad-Hoc Committee on Matters of Integration in European Structures chaired by Mr. Torossian. Mr. Torossian expressed his readiness to work with USAID, and welcomed the opportunity to do so, and identified several technical areas of

assistance for the two sides. ALSP presented Mr. Torossian with a draft translation of the coalition's constitutional amendments proposals at that time.

#### Follow-on Budget Analysis Training

The ALSP team worked with individuals within the National Assembly to ensure that the MTEF which was supposed to be provided to the National Assembly by the government on July 1 was available for comparison and analysis in order to provide analysts a head-start before the formal submission of the budget on November 1. In the end, the MTEF was published in the Official Bulletin but not submitted separately to the National Assembly, but still analysts were able to access the information necessary (though work is ongoing to secure an electronic copy of the document for use by the National Assembly committee and department analysts).

#### Foster the Research Coordination Process within the National Assembly

ALSP Chief of Party continued her regular consultations with staff of the Information Department (Library, Research Division and Archive). The Research Department has been using the resources of the ECPRD (European Center for Parliamentary Research and Documentation) to a much greater extent, both drawing comparative information from queries already posted to the site and formulating their own queries (for example on the use in other parliaments of the speaker's councils) and responding on behalf of the National Assembly to posted ECPRD queries (drawing on the expertise of individuals in other departments as appropriate). The use of this resource is not only helpful in raising the level of information available to the National Assembly deputies, but also promotes cross-departmental cooperation. The process is closed coordinated with the National Assembly's ECPRD Correspondent, Arpi Arakelyan of the External Relations Department. As result, the National Assembly was able to confirm as well that a member of the National Assembly Information Department will be able to attend the November seminar of ECPRD on Information and Research Services of Parliaments in London at the expense of ECPRD.

The ALSP summary recommendations for the Research and Analysis Services of the National Assembly prepared principally by Clay Wellborn of the Congressional Research Services distributed in June to the National Assembly Chief of Staff and all heads of departments and divisions of the research services were discussed at a roundtable of the pertinent heads of departments. The recommendations — the result of the two years of ALSP's work with the research and analysis staff of the National Assembly — were discussed in the context of what next steps could be taken to professionalize the research and analysis work of the National Assembly. The establishment of two new departments charged with conducting research and analysis on focused topics (social sector, health, education, regional policy) added a new dimension to the discussions. The dynamic of research support will depend to a large extent on the work of those departments, the Legislative Analysis Department and the staff of the standing committees of the National Assembly. Issues such as the ability of departments to draw on external expertise (either pro bono or on a contract basis), the use of student interns, and the development of departmental budgets were issues of particular interest.

ALSP Chief Accountant provided MS EXCEL Training to staff of the Research Division of the Information Department to improve their ability to present statistical and comparative information and improve their report presentations.

COP Valentine and DCOP Sardar continued working with the Information Department and the Legislative Analysis Service to help them develop their pages on the National Assembly Intranet to incorporate information about the services and products of the department.

Mr. Soghomonian, Head of the Secretariat, continues to review the translated glossary of Parliamentary Procedures and Processes with the intent to post the glossary on the website.

#### Modernization of the National Assembly Library and Archives

Both the National Assembly Library and the National Assembly Archives continued to develop the electronic databases of resources available at the National Assembly. While the summer holidays in July and August slowed the process of data input down, and a major computer virus rendered the library computer paralyzed for over a week. However, the National Assembly IT Division staff was able to restore the system. The back-up system developed by the ITD proved itself during this crisis and the main database was preserved. The emphasis in both departments is on optimizing access to stored information — whether that information is in print or electronic format.

#### Area 2. Improve the National Assembly's Systems for Constituency Relations

##### Work with the NGO community

On September 7, the ALSP team participated in the World Learning NGO Strengthening Program's presentation of the Assessment of NGO's in Armenia. The assessment indicates that while there has been some progress, there is still much to be done towards improving the effectiveness of NGOs advocacy efforts.

ALSP staff worked with the newly-created staff departments of the National Assembly regularly throughout the quarter. In particular, at the initiation of the Social Policy Department, ALSP assisted the department, through advice and consultations, in organizing and conducting three large-scale meetings with NGO's from the social sector. The first meeting was held on August 3, and was geared toward all NGO's in the social sector. Subsequently, as a result of work with the department, the NA staff chose to hold two additional meetings with health sector NGO's on August 24, and with education sector NGO's on September 23, respectively. ALSP consulted with the department on how to effectively issue invitations to the NGOs and helped to create systems for efficiently conducting such meetings on a regular basis including maintaining minutes of the meetings so that all members of the department will have access to the input of the NGOs.

ALSP did not convene a separate CCCG meeting this quarter.

##### Constituency Relations Manual

Alex Sardar worked with the NA Print House staff to create a file in order to be able to print on-demand the pocket version of the Constituency Relations Manual. Several NA staff and deputy assistants had requested extra copies from ALSP, and now they can directly request copies from the print house.

## Recommendations for Improved Constituency Outreach Tools and Mechanisms

The ALSP team continued to meet with counterparts in the National Assembly Citizens and Letters Division. Many of the meetings were in preparation for the head of the division's trip in August to the United States as a part of a delegation sponsored by the US Embassy's International Visitors Program in civil society and public participation. Mr. Haroutiunian was provided with background materials on civic activism in the United States as well as background materials on some of the institutions he would be visiting.

### a. Citizen Information Center

The National Assembly Print House prepared a poster for display in the Citizen Reception area of the National Assembly explaining the most effective format for corresponding with National Assembly deputies.

### b. Citizens' Letters Tracking System

ALSP continued to advocate on behalf of the Letters and Citizens Division to receive the workstation for the division purchased by the TACIS-SNA program. The delivery of the workstation had been delayed for a variety of administrative reasons, as well as the lack of a cable connection to the main building of the National Assembly. Once the LAN connection was established, the workstation was delivered in great part due to ALSP's relentless pursuit of the issue with the senior staff of the National Assembly. Work on data entry of the letters division had been progressing very slowly, partially as a result of having inadequate workstations to input and retrieve data. The new equipment should allow the staff both to be able to respond to citizen queries and to enter data which will help to better analyze the hundreds of inquiries received each month.

## A Directory of External Resources for Deputies and NA Staff

The Information Department continued to enter data in the "external resources" database (ECD) maintained on their intranet site for National Assembly deputies and staff to access. The database was used extensively by the new Social Policy Research Department in establishing a list of NGOs to be invited to a series of roundtables during the summer.

## Assistance to the National Assembly in the Initiation of Youth Parliament

No sessions of the Youth Parliament were convened during the summer months.

## Code of Conduct for Deputies

ALSP's Constituency Relations Specialist continued working with the National Assembly and OSCE on the NA's Code of Conduct initiative and held several meetings with the working groups expert Babik Saroyan, as well as the Deputy Speaker's Assistant, Nvard Manasyan.

The final declaration is expected to be ready for the fall 2004 session of the National Assembly and the OSCE Parliamentary Assembly.

### Area 3. Increase Access to Information about and from and within the National Assembly

#### Enhancement and Maintenance of the National Assembly Website

After the functional redesign of the National Assembly intranet was completed during the last quarter, ALSP staff actively worked with the web division to continued developing new ideas for the website and intranet. One of the more significant activities was to replace deputy biographies on the website with the expanded biographies of deputies created and edited for the tri-lingual Guide to the National Assembly.

#### Informational Film about the National Assembly

The informational film about the National Assembly produced with ALSP assistance by the Public Relations Department was distributed to all deputies of the National Assembly for their promoting knowledge about the National Assembly in their constituencies.

#### Develop Strategy for National Assembly Publications

During this quarter ALSP's Public Outreach Specialist continued working with the National Assembly on implementation of the NA Publications Strategy. Based on a narrative guide created during the production of the *Guide to the National Assembly*, ALSP also created a draft checklist/chart of the steps and procedures to be followed when producing publications at the National Assembly. This chart is a tool which lays the foundation for the National Assembly Publications Division to use for future publications.

ALSP also finalized a style sheet for English publications and documents at the National Assembly. The document was delivered in to the National Assembly Translation Department, who requested future consultations in order to revise, modify and update the style sheet.

ALSP continued to assist the National Assembly to distribute the *NA Guide to the 3<sup>rd</sup> Convocation*. The guide was distributed widely through implementing partner organizations (including to Peace Corps volunteers), and civil society organizations.

ALSP assisted the Social Policy Analysis Department to produce a brochure explaining its activities for use at the NGO roundtables organized during the summer at the National Assembly.

ALSP assisted the National Assembly project team working with the UNDP in the preparation of the public awareness booklet on the office of the Ombudsman. This will be the first major publication of the National Assembly to be printed in-house on the equipment provided by USAID.

#### Enhance Mechanisms for Improved Information Flow within the National Assembly

ALSP continued to work with the National Assembly Web Division on countering numerous bugs on the recently-unveiled Intranet site of the institution. The most serious of technical difficulties—the disappearance of Armenian fonts, and their replacement by symbols—was solved by the Web Division and technical experts at WebStudio. In addition the issue of proper

display of information added to the site by the staff of the National Assembly was also tackled. The examination of bugs and their potential resolutions continue as the National Assembly Staff consistently increase their use and exploitation of this new technology, and issues are identified.

#### Consultative training on Media and Public Outreach, Internal Information Flow

ALSP met twice during the quarter with staff of the National Assembly PR Department to discuss the implementation of the National Assembly PR Department Strategic Communications Plan. The discussions focused on the mechanism of implementation and first steps. Based on these consultations, it was agreed that the hands-on implementation of the strategy would be best done in the fall with the ALSP supported NA Communications Working Group.

#### Work with Journalists for Improved Media Coverage of the National Assembly

ALSP's Public Outreach Specialist worked with the National Assembly Public Relations Department and reviewed the procedures for accrediting journalists prior to the start of the fall legislative session. As a part of the process, ALSP provided accredited journalists with information packets, including Guides to the National Assembly.

153 reporters and cameramen were accredited with the National Assembly to cover the fall sessions 35 of whom were new journalists accredited for the first time. Accreditation was announced at the beginning of August and finalized by the 5th of September. A number of media were refused accreditation. The grounds for refusal included:

- absence of news block in their media outlet
- no evidence from the most recent half-year activity of coverage of parliament
- regional TV companies

The grounds for refusal were discussed with Public Relations Department management and the policy was clarified in the same terms as it was described to those refused accreditation. Regional TV stations were rejected primarily because of a history of lack of professionalism in covering the National Assembly on the part of the regional TV stations. However, though standard accreditation has not been granted, they are eligible to apply for day passes should they want to do stories on the National Assembly activities. Additionally, viewers in the regions are not deprived of coverage of their representatives as there are two national stations which reach all regions of Armenia which are covered and regional stations can also request footage from other accredited stations. Furthermore, the department explained that they had to make a determination of the criteria for accreditation or else they might find themselves in a situation of having to provide accreditation to all regional channels (approximately 70). The accreditation policy is under review to see how it might be improved upon.

ALSP also assisted the department in preparing 50 sets of informational materials (NA Guides, Website Guides, Rules of Procedure, and session calendars) for newly accredited journalists. The PR Department staff trained them in usage of the NA website and NA departments resources.

### 3. *Summary of this Quarter's Milestones and Outputs*

#### **General Program and Cross Cutting Activities**

- ▶ IT training of National Assembly Staff conducted by NA TD
- ▶ Intranet site pages cleared of bugs related to Armenian fonts
- ▶ A universal e-mail system and policy plan was presented to and approved by the Chief of Staff.
- ▶ ALSP provided consultations to the Standing Committee on Social Policy, Health and Environmental Affairs and the Standing Committee on State and Legal Affairs on strategies for conducting public committee hearings
- ▶ ALSP provided the National Assembly with translations of draft constitutional amendments submitted to the National Assembly
- ▶ ALSP STTA Constitutional Law consultant began the preparation of an analysis of legislative powers in the context of the current constitution and the submitted draft amendments.

#### Area 1. Strengthening the Internal Capacity to Support the Legislative Process

- ▶ ALSP discussed with NA committee and departmental staff their plans for analysis of the MTEF for 2005-2008 submitted by the Armenian Government in late July
- ▶ ALSP COP continued Information Resource Management Consultations
- ▶ ALSP Chief Accountant provided MS EXCEL Training to staff of the Information Department to improve their report presentations
- ▶ ALSP helped facilitate the Information Department's ability to respond to ECPRD requests and formulate their own requests of colleagues in this network.

#### Area 2. Improve the National Assembly's Systems for Constituency Relations

- ▶ ALSP worked with the NA Citizen Letters Division in installing new equipment and setting up the Public Inquiry Tracking System database on it
- ▶ Provided consultations on the Implementation of the Concepts Outlined in the Constituency Relations Manual
- ▶ ALSP Constituency Relations Specialist continued to work on the National Assembly working group on creating a Code of Ethics for elected deputies which will serve to increase accountability to citizens
- ▶ Continued to Provide Assistance to the Youth Parliament
- ▶ Work With the Ngo Community to Effectively Use the Tools For Advocacy the National Assembly.
- ▶ ALSP continued to work on the development of the NA Citizen Information Corner — including assisting the print shop in designing wall poster procedures for letters.
- ▶ ALSP continued work with the Information Department on their development of an external contacts directory for the NA
- ▶ ALSP worked with the NA Print House to create a file to be able to print on demand pocket version of the Constituency Relations Manual

- ▶ ALSP Constituency Relations Specialist prepared a chart of flow of correspondence in the National Assembly which helps citizen advocates to better understand how to effectively address the National Assembly

### Area 3. Increase Access to Information about and from and within the National Assembly

- ▶ ALSP DCOP and Public Outreach Specialist worked with the PR Department on Implementing the National Assembly PR Strategy
- ▶ ALSP assisted the PR Department in conducting orientation activities for newly accredited journalists at the National Assembly providing them with needed background materials to make their coverage more informed/effective
- ▶ The ALSP Public Outreach Specialist work with the National Assembly staff and chair of the Standing Committee on State and Legal Affairs and the Standing Committee on Social Policy, Health and Environment on effective use Newspaper Inserts Of Draft Laws on Labor and Family Codes by tracking responses.
- ▶ The ALSP Public Outreach Specialist assisted the National Assembly staff working with UNDP on a project to increase public awareness about the Office of the Ombudsman by assisting in the preparation of a publications intended the public's legal literacy.
- ▶ ALSP completed the "Guide To The Publication Process At The National Assembly" and presented it to the Publications Department to help streamline the publications process.
- ▶ The ALSP team helped to troubleshoot bugs in the National Assembly Intranet
- ▶ *Guide to the National Assembly of the Republic of Armenia: 3<sup>rd</sup> Convocation* was distributed to CSOs, donor organizations and implementing partners

## 4. *Results This Quarter*

### **Task Area 2. Improving National Assembly systems for Constituency Relations (Variety of Sources of information for decision-making in the NA increased and Responsiveness of NA to Citizen Inquiries improved)**

As a result of the ALSP supported and initiated External Contacts Database (formerly known as the NGO database), the Social Policy Research Department was able to access and readily avail themselves of a targeted list of NGO's working in the Social Sector, and also search the database more narrowly for NGO's in a specific sub-sector and organize their meetings with NGO's in a swift manner. At both the meeting held with Social Sector NGOs and that held with health sector NGOs, the level of participation was quite high, despite the summer vacation months.

The National Assembly External Contact Directory uses the UNESCO-provided free WINISIS database software, which supports bilingual (including Armenian) searching mechanisms. A questionnaire was sent out to a broad listing of NGOs asking them to provide not only contact information, but also information about publications, research, expertise, and services provided to the public (for potential constituency case work referrals). More than 150 NGOs responded to the appeal. Departmental and committee and faction staff started accessing the database in spring 2003. One example of how the database was used effectively is that of the Standing Committee on Science, Education committee used the database to identify youth NGOs from which they could invite members to participate in a newly formed youth parliament and committee hearings on higher education.

### **Task Area 3. Increase Access to Information about, from and within the National Assembly (Frequency of information dissemination)**

The National Assembly Public Relations Department has now institutionalized the practice of orientation for newly accredited journalists. As a result, the journalists are better able to understand the activities in parliament and therefore also able to better inform the public. This practice was first piloted by ALSP in 2002 and then together with the PR Department in 2003. For this session of parliament the department took on the role of organizing the sessions and ALSP simply provided some of the materials (Rules of Procedure, NA Guides, Website calendars and session calendars) which had been developed jointly with the National Assembly.

#### **5. Summary of Next Quarter's Plans**

As this is the last quarter of this task order, future plans are discussed under ALSP II (Task Order 805) below.

### **B. PROBLEMS ENCOUNTERED AND REMEDIAL ACTIONS**

**Problem:** One of the major problems during the past year was the lack of proper equipment in the Letters and Citizens Division for staff to exploit the ALSP-supported Constituent Tracking Database. It was foreseen that additional equipment would be provided by the TACIS/SNA project. Because there was only one functioning computer in the division, it was impossible to both input data and retrieve data from the same computer, while citizens awaited answers to their questions and problems.

**Resolution:** Working with the TACIS representative in Yerevan as well as with the NA Chief of Staff and the Head of the Secretariat, the department finally received the expected equipment, just as the TACIS project closed down in late July.

### **C. UNRESOLVED ISSUES OR CONSTRAINTS ON THE PROJECT**

Regarding the NA intranet/website, ALSP continues to discuss the possibility of publishing voting results online—either internally or externally—but the political leadership of the National Assembly continues to avoid the issue. Attempts to work with the National Assembly staff who have seen the posting of voting records on the websites of other parliaments, to make this fact known within the leadership, have not been successful. NGO efforts to obtain voting records were also largely unsuccessful, partly because of the way the request was put to the National Assembly -- rather than asking for a vote on a specific issue from a specific plenary session, they tended to ask for all votes on a general area of interest. Since there was no plenary session this quarter, there were no “fresh votes to request.” As has been mentioned previously, journalists who attend a plenary session are provided voting results on request through the Public Relations Department.

Convening a focused meeting of the Legislative Strengthening Advisory Group has remained an elusive task. While there are moments when one or another deputy indicates interest in participating, without the support of the leadership, it is difficult to have a real agenda that can motivate deputies to commit to this approach — or, for that matter, for the leadership (both political and administrative) to accept that the opinions of others on the work of the National

Assembly could be a valuable asset. ALSP will continue to discuss with individual deputies the concept of an internal collegial body which could address the topic of internal management.

ALSP's suggestion to create a National Assembly Press Club for accredited journalists continued to meet with the strong opposition from the Chief of Staff.

## **ARMENIA II**

### **A. PROGRESS THIS QUARTER**

#### ***1. Introduction and Summary***

USAID awarded Development Associates, Inc. (DA) a new three-year contract to implement the Armenia Legislative Strengthening Program Phase II (ALSP II), beginning September 1, 2004. As DA, together with Development Alternatives, Inc. (DAI), had been implementing Phase I of the ALSP program until the date the new contract was signed, the transition from Phase I to Phase II was immediate and without any gap. The principal staff members of ALSP I remained to implement ALSP II, though new contracts with both US and local personnel were signed. Additionally, one new local staff member, Lusine Abovyan (who had been working on ALSP I as a local STTA) was hired full-time as our Constitutional Law and State Institutions Specialist. Arsen Stepanyan continued on the team as Constituency Relations Specialist and Anna Hovhannesyanyan continued with a slightly adjusted mandate as Communications and Information Systems Specialist. The local administrative staff remained with the project, though Rouzanna Harutiunian serves as Administrative Assistant (instead of Secretary/Receptionist) in order to better meet program needs. Chief of Party Eleanor Valentine continues in that position, with primary responsibility for Tasks 2 and 4 of the new project and Deputy Chief of Party Alex Sarder continues with principal responsibility for Tasks 1 and 3.

The new project start-up was dominated by meetings to discuss proposed Year I activities with principal counterparts, and by the writing of the work plan for submission to USAID by October 1.

Some activities begun under ALSP I continue under new task areas of ALSP II, and are discussed briefly below. Most importantly, the draft constitutional amendments submitted to the Assembly in August and September were translated for the National Assembly to submit to the Council of Europe's Venice Commission and a preliminary comparative analysis of the legislative powers as reflected in the three drafts was prepared and discussed with the head of the Legislative Analysis Department, Mr. Ashot Khachatryan. This analysis was accompanied by a comparison of the legislative powers in constitutions of other democracies. It is intended that this paper will serve as a point of departure for the deputies' discussions of the legislative powers and legislative-executive balance reflected in the proposed amendments to the constitution.

Upon the arrival at post of Ambassador John Evans as the new Ambassador of the United States to the Republic of Armenia, the DA/DAI team gave him a briefing paper on the National Assembly and the progress made to date in our assistance efforts.

## 2. *Significant Activities/Events*

### **General Program Activities**

The ALSP team worked on the work plan for the first year of the project.

ALSP contracted with Yerevan resident expat STTA Robert Brown to conduct an assessment of the National Assembly's IT needs for consideration of ALSP II support.

*Task One. Facilitating and institutionalizing the involvement of Armenia's legislative community to advocate, lobby and advise the National Assembly on policy and legislative issues.*

ALSP has introduced the staff of the new Regional Policy Department of the National Assembly to those in the technical assistance community dealing with local government and regional programs (in addition to Urban Institute and Eurasia Foundation, also the DFID Public Sector Reform Project and the GTZ Local Governance Program). The intention is to be sure that the department staff is aware of the various studies of the needs of various local municipalities as well as the efforts being made in different communities to address local economic development and social protection issues.

On September 7, ALSP's Constituency Relations Specialist participated in the NGO Center's meeting convened to discuss common problems regarding the Pension Fund problem. This same problem had been brought up in meetings of the NGOs with the National Assembly's Social Policy Research Department in August. Strategies for getting messages effectively to legislators were discussed.

ALSP staff participated in a September 15 NATO Parliamentary Assembly delegation's meeting with Armenian NGO's at the National Assembly on September 15. The meeting was primarily focused on freedom of speech and media in Armenia, although NGO representatives discussed a wide variety of issues. ALSP provided the delegation's secretary with basic information on the National Assembly which helped them better understand the structure of the parliament.

On September 23, the Social Policy Analysis Department conducted a meeting with NGOs on the issue of primary and secondary education.

*Task Two. Improving the functioning of key committees and departments of the National Assembly by having them work closer with the legislative community in jointly analyzing, researching, commenting on and drafting legislation.*

The ALSP team has been attending the Friday meetings of National Assembly Standing Committees (State and Legal; Finance, Budget and Economic Affairs; Social Policy, Health, and Environment) in order to be able to make recommendations regarding the conduct of the meetings, the opportunities for greater transparency and public participation. The Chair of the Defense and Internal Security Affairs Standing Committee has also expressed his readiness for ALSP to assist the committee in increasing the transparency and public participation in its meetings to the extent possible. Preliminary discussions were also conducted with the Chair of the Science, Education, Culture, Mass Media and Youth Affairs Committee.

ALSP team provided some logistical assistance to the Urban Institute to solicit the National

Assembly's participation in a major conference of Armenian municipalities to be held in October 2004.

The ALSP team worked with the National Assembly Human Resources Department to prepare them for their upcoming work with STTA Donna Usher on building a capacity for professional training and management of professional education for National Assembly staff.

The Budget, Financial Loans-Credits and Economic Development Standing Committee conducted a parliamentary hearing in September on the monetary policy in Armenia where among other issues, the recent volatile fluctuations of the exchange rate were discussed.

ALSP distributed to all deputies and departments of the National Assembly publications of the State Tax Services developed together with the USAID Tax, Fiscal, Customs program as well as the Citizen's Guide to the 2003 Budget Execution prepared by the Ministry of Finance with the support of the US Treasury Budget Advisor.

ALSP staff began meeting discussing with new staff members the creation of a Gender Initiatives Working Group within the National Assembly and their possible role in such a group.

Gender sensitivity was inserted to the Social Department charter as well as the recognition about the importance of gender expertise to become in the future a part of the department's analytical activity.

ALSP Communications and Information Systems Specialist organized a meeting with USAID Health Programs CTO Anna Grigoryan with the Social Policy Analysis Department's management. Ms. Grigoryan presented USAID partners' expertise and achievements and shared available information on program resources.

*Task Three. Improving the ability of select units and individuals within the National Assembly to be more transparent, representative and responsive to citizen priorities, interests and concerns.*

ALSP participated in the Social Policy Analysis Department's roundtable September 23 with NGOs on education policies. The department is working very hard to solicit feedback from civil society on different policy issues. NGO for Sustainable Development was invited to organize awareness building exercise for NA deputies and staff

ALSP's assistance to the department in organizing this event draws on the experience of the department's organization of similar events in August. ALSP directed the department to resources where information about potential NGO participants might be found. This included the National Assembly's own External Contacts Directory (ECD, maintained at the Information Department and established with ALSP assistance) as well as other sources (World Learning NGO database online, NGO Center website, ALSP CIS's personal experience in the field of education, health and social sector reform). ALSP also prepared check lists for planning meetings according to that list:

- Early announcements were issued
- Invitations distributed and confirmations for participation received

- Agenda and meeting procedure discussed, agreed and fulfilled
- Informational brochure on the department mission goals and main activity was prepared.
- After the first meeting, a detailed discussion and analyses was conducted with the Deputy Head of Department who was the main facilitator of meetings in order to avoid mistakes in the future.
- Specialists from three subdivisions were instructed and trained in the writing minutes of meetings.

*Task Four. Developing the National Assembly's ability to improve oversight of the executive branch through existing mechanisms and, to the extent possible, through assisting in the creation of new mechanisms via Constitutional and legislative amendments.*

ALSP has assisted the National Assembly by providing English translations of the three draft constitutional amendments in order to submit them to the Council of Europe's Venice Commission for comment. Additionally, ALSP staff Constitutional Law Specialist prepared a comparative paper on the issues of legislative-executive relations and legislative powers and how they are addressed in the constitutional amendments packages submitted.

### **3. *Summary of this Quarter's Milestones and Outputs***

The Draft Work Plan was completed for submission to our USAID CTO.

### **4. *Results This Quarter***

No results based on activities under this task order are reported during this quarter.

## **B. SUMMARY OF PLANS FOR NEXT QUARTER**

### ***General and Cross Cutting Activities***

We anticipate that USAID will sign an MOU with the National Assembly.

ALSP will:

- conduct an assessment of present IT needs and resources in the National Assembly
- develop the project monitoring and evaluation plan
- assist the National Assembly to establish a Legislative Strengthening Advisory Group

**Task One. Facilitating and institutionalizing the involvement of Armenia’s legislative community to advocate, lobby and advise the National Assembly on policy and legislative issues.**

ALSP will:

- work with the National Assembly to expand the resources and use of the External Contacts Database.
- work with the Citizen Letters Division on the use of the Public Inquiries Tracking System (PITS)
- assist the Standing and Ad Hoc Committees in conducting public meetings
- form a Committee Staff Working Group within the National Assembly which will be tasked with promoting and institutionalizing public participation in committee work.
- convene a CCCG meeting to solicit NGO feedback on systems in place at the National Assembly for public input and participation.
- work with Committees of the National Assembly to use the mechanism of newspaper inserts to circulate draft legislation to a broader public.

**Task Two. Improving the functioning of key committees and departments of the National Assembly by having them work closer with the legislative community in jointly analyzing, researching, commenting on and drafting legislation.**

STTA Donna Usher will initiate with the HRM an NA Staff Training Assessment and will conduct two pilot staff trainings with the NA HRM Department.

The National Assembly will announce the Staff Innovations Fellowship Competition.

The National Assembly Research and Analysis Working Group will develop criteria for external analysis procurement and will identify research needs and potential research providers.

ALSP will:

- provide assistance to the National Assembly in the process of consideration of the State Budget for 2005.
- ALSP will support participation of NA Staff in the CIS Parliamentary Assembly meeting of Parliamentary Librarians.
- ALSP will establish within the National Assembly a Gender Initiatives Group.
- ALSP will participate and assist in the OSCE training of staff on Gender Analysis.
- ALSP will assist the National Assembly in designing an intern program — including competitive recruitment (establish criteria and review applications).
- ALSP will facilitate a presentation of the DSRO portfolio to the National Assembly.

**Task Three. Improving the ability of select units and individuals within the National Assembly to be more transparent, representative and responsive to citizen priorities, interests and concerns.**

ALSP will:

- assist deputies with constituency relations events.
- participate in the USAID NGO fair in October.
- Together with the National Assembly, assess two potential Citizen Information Center sites
- Together with the National Assembly, establish the first Citizen Information Center

**Task Four. Developing the National Assembly's ability to improve oversight of the executive branch through existing mechanisms and, to the extent possible, through assisting in the creation of new mechanisms via Constitutional and legislative amendments.**

ALSP will:

- provide support to the National Assembly in preparing draft Constitutional Amendments for international expertise (translations into English).
- provide comparative analysis on the constitutional amendments regarding legislative powers and authority to the National Assembly
- conduct consultations with NA Deputies and Staff regarding pending constitutional amendments
- design an informational brochure with the Control Chamber of the National Assembly.
- make recommendations to the Control Chamber regarding potential constitutional amendments.
- observe Question and Answer Sessions in parliament and interview deputies regarding how the process might be improved for better results.

**C. PROBLEMS ENCOUNTERED AND REMEDIAL ACTIONS**

None.

**D. UNRESOLVED ISSUES OR CONSTRAINTS ON THE PROJECT**

None.

### III. FINANCIAL REPORT

Contractor Name: Development Associates, Inc.  
Contract No. AEP-I-00-00-00004-00  
Quarterly Financial Report  
Cumulative through 9/30/04

<b>TO No.</b>	<b>Country</b>	<b>Authorized Expenditures (\$)</b>	<b>Actual Expenditures (\$)</b>	<b>Balances (\$)</b>	<b>Estimated Completion Date</b>	<b>Actual Completion Date</b>
800	EGYPT	274,062	264,998.50	9,063.50	1/11/01	1/11/01
801	BULGARIA	67,284	56,784.99	10,499.01	9/30/00	9/30/00
802	EGYPT	4,464,754	2,937,313.58	1,527,440.42	1/11/04	1/11/04
803	ARMENIA	2,301,804	2,273,975.99	27,828.01	8/31/04	8/31/04
804	UGANDA	1,943,847	1,596,829.82	347,017.18	2/7/05	
805	ARMENIA	2,483,853	49,052.51	2,434,800.49	8/31/07	
	<b>TOTALS</b>	<b>11,535,604</b>	<b>7,178,955.39</b>	<b>4,356,648.61</b>		

### IV. RESULTS FROM COMPLETED TASK ORDERS

See "ARMENIA I" above.

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## ANNEXES

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Annex B Yinka Oyinlola's Report on Performance Monitoring: Implementation of the Strategic Plan and 1 <sup>st</sup> Year Work Plan of the Uganda Parliamentary Committee on HIV/AIDS .....	B-1
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## ANNEX A

# SIR COLIN SHEPHERD'S REPORT ON THE USE OF QUESTION TIME BY THE PARLIAMENT OF UGANDA

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### CONSULTANT'S ASSESSMENT

- ▶ Review of Hansard over a twelve month period showed that Questions tabled for oral answers were only infrequently and sporadically answered.
- ▶ Formally tabled Questions are generally verbose with lengthy preambles, arguments, justifications and opinions, while the actual Question is overly broad. The consequence is an overly long answer which in turn gives rise to many points for further exploration in supplementary questions — the answers to which lead to further points for more supplementaries with the subject span becoming ever wider and more difficult to manage for the Chair. It is not unusual for over one hour to be taken up in dealing with one Question.
- ▶ The lack of specificity in subject matter leads to long delays in Ministries being able to put together appropriate answers with time lapses of up to 12 months being experienced, so that answers lose their time sensitive relevance.
- ▶ Part VI of the Rules of Procedure (which deals with Questions) is comprehensive and prescriptive. However, the constraints of Rule 17.1 giving precedence to Government business means that more often than not, Questions put down on the Order Paper for answering on that day are being postponed time and time again because of the time consumed by Ministerial Statements.
- ▶ At some stage of the 7<sup>th</sup> Parliament, Rule 26 (setting out the requirement for a rotation of Departmental Ministers to answer Questions on sitting days) became informally set aside with the compromise agreement that Questions *would* be taken on Thursday afternoons. However, only occasionally does this take place because of other government business.
- ▶ The unpredictability of replies and the length of time elapsing before they are received, make it difficult for a Member to plan to be present — especially since the Order Paper is promulgated only one hour before the sitting of the House.
- ▶ The Question Record called for in Rule 29.7 is not easily accessed and there is no *published* list of Questions tabled for answer either orally or by written response, so that Members complain they do not know what is happening in respect of their Questions and other Members with perhaps similar interests are not able to co-ordinate their activity. Likewise CSOs and the Media are unable to look forward to Question answers in the House.
- ▶ Questions which receive only a written answer are not recorded in the Official Report so there is no easily accessible record of such a Question being asked or answered.

- ▶ Most Ministerial Statements appear to result from undertakings given by the Leader of Government in the House (the Prime Minister) when a Member complains in the House that an appropriate Minister is not present to respond to what the Member considers is an important and urgent matter.
- ▶ Ministerial Statements take place on effectively no notice. Impromptu and unstructured debate then arises on the content, going on usually for upwards of an hour. There are some Members who have developed an expertise in speaking at these times and rarely miss an opportunity. However, there is generally a lack of focus and the quality of contributions is not always perceived.

It is clear that the generosity of the Chair has become more and more abused, with it now being taken for granted that ‘important and urgent’ issues can be raised without notice on the back of the Speaker’s Communication from the Chair, despite the clear provisions of Rule 29.1. The current position is a daily ‘free-for-all’ of points which should really be dealt with as Questions without notice under Rule 29.1 etc. only with the prior agreement of Mr Speaker, so that a genuine question can be scheduled in an orderly manner with the appropriate Minister present to reply. As it is, appeals are made for answers which cannot be given because (a) the Minister is probably not present and (b) if there, is not briefed, so he can only answer with an undertaking to make a Statement at a later date (indeterminate) – so yet another ministerial statement is caused!

- ▶ The reality is that there is *de facto* a Question period – but not a Question and Answer period! Normal rules of debate are ignored with Members intervening time and time again.
- ▶ Members complain that they lack technical support for drafting Questions.
- ▶ The Clerks remark on ‘the need for MPs to be enlightened as to what is a Question and the necessity for precision in drafting’; that MPs take it out on them when their question is edited to bring it nearer to being in order.
- ▶ The parliamentary journalists opined that the present procedures are not enhancing respect for the House, that the discussion on Ministerial Statements adds little value after two or three contributions, citing repetition, ‘reinforcement’ of previous points and lack of real content.
- ▶ Analysis of the proceedings of the House for the period 4<sup>th</sup> to 27<sup>th</sup> November, a typical month, reveals that:
  - Time spent raising ‘points of concern’ on the back of the Communication from the Chair totalled 291 minutes or 18% with an average of 26.5 minutes per day.
  - Time spent on Ministerial Statements totalled 668 minutes or 40% with an average of 83.5 minutes on each.
  - Time spent on Oral Questions (it was a good month with 7 being answered) was 253 minutes or 15% with an average of 50.5 minutes being spent on each.

- Other business such as legislation, consideration of Reports, other Motions etc. with more structured debate took 435 minutes or 26% of time.

Total time taken in the period was 1647 minutes. 'Normal' sitting hours (Rule 12.3) are 2-00 PM to 7-00 PM give a maximum possible of 3300 minutes over the 11 sitting days indicating that in November 2003 the House operated at only 50% of its potential.

- Members have lost patience and so have lost heart in formally using Parliamentary Questions and this is reflected in the numbers tabled: 40 in 2003 with most unanswered and only 9 so far in 2004, the last being tabled in April. One Question from 2002 still remains unanswered.
- Without exception, Members interrogated expressed their wish for an effective Question Time with the relevant Ministers present properly to answer. Exasperation was expressed that Questions are not answered expeditiously, that they get no notice of when their Question is to appear on the Order Paper for answer; that all too often, the answer in writing they are supposed to be given by 1-45PM (Rule 32.4) is not provided; that when their Question is called, the relevant Minister is not always present or if present, then not fully briefed and unable to answer appropriately.

## **CONSULTANT'S COMMENTS**

- ▶ It became rapidly clear when putting together the review of the proceedings as set out in Hansard and the analysis of comment from backbench Members (which was remarkably consistent) that to address only the technical skills of drafting and using Parliamentary Questions without resolving the vital matters of structure and time usage of the Parliamentary day would be fruitless. Only when there is an effective framework within which MPs can operate Parliamentary Questions will it be of any use to address aspects of technique and when there is proper time for structured consideration of business can the matter of enhancing debating skills in the Parliamentary context be tackled usefully.
- ▶ Sir Colin's conversations with the Prime Minister and the Minister of State for Parliamentary Affairs convinced him that there is concern in those quarters too about how the House is operating and that there is a wish for change so that Ministers can be in the right place at the right time, can plan diary commitments ahead properly and with a better chance of not having to make hasty departures from planned commitments or schedules.
- ▶ The Speaker is on record as wanting a brisk and wide ranging (within a particular ministry's remit) question period and his sentiments are reinforced by the Deputy Speaker.
- ▶ Noting that the 'Communications from the Chair', Ministerial Statements and answers to Oral Questions can easily absorb up to 75% of a parliamentary day and that they are all elements of unstructured question and comment, it appeared that it would be in the interests of all stakeholders if the provisions of Part VI of the Rules of Procedure could be re-introduced. The disciplines of Rules 25 and 26 would lead to better use of

parliamentary time; more effective use of Questions in holding the Executive to account; less strain on the Prime Minister in getting Ministers to respond or be in place; less strain on the Chair; proper recognition by the public and media of the oversight function of Parliament; more opportunities for Members to raise issues and to secure necessary information and better ability of Members to plan their time and commitments.

- ▶ The stumbling block is Rule 17.1 which reflects the stipulation of the Constitution. Drawing on the experience of the practice operated in the Australian House of Representatives where the Question period takes place at the start of the parliamentary day but is conducted in the name of the Prime Minister and at his discretion, if in the Uganda house after prayers there was to be one hour set aside after prayers and The Speaker's Communication (even if he hasn't one) in the name of the Leader of Government Business in the House, that would constitute Government Business and so be within the terms of the Rules.
- ▶ I mooted this to the Prime Minister in the form of a package whereby the Communication from the Chair would become non-debatable, the first hour of the sitting day be devoted to Questions, that the number and length of supplementaries be kept relevant in accordance with existing rules and that the appropriate Ministers would be present properly briefed.
- ▶ My proposal appeared to receive encouraging responses from both the Prime Minister and the Minister of State for Parliamentary Affairs. Likewise, the Presiding Officers appeared to welcome the proposal. Basically, with the exception of the foundation point of the way the requirement of Rule 17.1 is covered, this is merely a re-assertion of the current Rules of Procedure, Part VI although these will require some small revisions to clarify some areas of ambiguity and close off the odd loophole. These amendments will need to be recognised by the stakeholders and the Rules Committee so that the necessary changes can be made at an early date.
- ▶ Given the goodwill which *prima facie* seems to be there and despite the heavy load which is due to occupy the House for the next few months, changes should be able to be in place well before the next General Election – institutionalised and 'internalised' by Members. New Members of the 8<sup>th</sup> Parliament will benefit particularly from early induction.
- ▶ When this framework is certain to be in place is the time to be addressing the matter of inculcating the techniques and tactics involved in the kind of Question period envisaged by The Speaker – and then the Institution will grow in gravitas and reverse the decline which rather worryingly, is reported to me.

## CONSULTANT'S SUGGESTIONS

- ▶ Stakeholders in the form of the Presiding Officers, The Minister of State for Parliamentary Affairs, representatives of the now forming Party caucuses meet to examine the practicality of (a) rendering the Communication from the Chair non-debatable, (b) agreeing that the first hour of business each normal sitting day be devoted to Questions for oral answer generally in accordance with the provisions of Part VI of the Rules, (c) that the number and length of supplementary questions be restricted and kept

properly relevant, (d) that the appropriate Ministers definitely be present to answer questions to their Department when due;

- ▶ That in line with rule 29 (7) in respect of the Question Record, The information required to be held be placed on the Parliamentary Website and up-dated each sitting day;
- ▶ That since Questions for oral answer have to be tabled two weeks in advance, a schedule of Questions on the Order Paper should be published on the Thursday of the week before they are due for answer; and
- ▶ That the texts of questions and their answers which have not been reached on a given day together with those for Questions tabled for written answer only be printed in Hansard the following day with copies having been provided for the relevant Members beforehand.

If a package of changes like these can be agreed, there will be a radical change in the effectiveness of Parliamentary Questions. Members will be able to plan their activities more fruitfully, achieve better media coverage and better pursue their campaigns on behalf of constituents and other parliamentary interests. Ministers will know when they are required to be in the House to answer questions so can be better briefed and confident. The media will be able better to follow and cover the house to the benefit of MPs and the House. Civil Society Organisations will realise the value of contact with sympathetic Members and interact accordingly.

Once this new framework is in place, MPs will rapidly come to terms with the requirements for precision in framing Questions – both for written and oral answer – and will come to appreciate the expert advice which even now is capable of being given by the Clerks of the Table Office.

From the standpoint of Parliamentary efficiency, scarce parliamentary time will be better utilised because there should be far fewer Ministerial Statements. With Government's business having proper time there should still be time for Private Members' Motions on Thursdays. Likewise, the quality of debate will improve because there will be more structured debate when prepared research-based knowledge can be brought to bear on legislative proposals and Reports.

If agreement can be reached on these changes, then the Rules Committee will need to up-date the rules as a matter of urgency.

## **CONSULTANT'S CONCLUSION**

- ▶ A result of the changes recommended should be increased availability of time for the exercise of those functions such as the consideration of Reports, Legislation, Private Members Motions etc.(which currently get short shrift because of the intrusion of other seemingly urgent business) which call for more structured knowledge/research based debate. Techniques of Parliamentary debate can be better addressed when the proper opportunities currently recognised in the Rules of Procedure are enabled to come into play.
- ▶ Given the seeming unanimity amongst the stakeholders with whom I discussed this matter, I am sure that if these recommendations are implemented, Mr Speaker can

achieve the kind of rigorous Question Time for which he has called. The result will be an increased transparency and profile of the Parliament and a better ability to achieve one of its key functions, that of holding the Executive to account, which will be to the benefit of the reputation of the Parliament and benefit the people of Uganda it seeks to serve.

## **CONSULTANT’S RECOMMENDATIONS**

- ▶ That stakeholders in the form of The Presiding Officers, The Prime Minister, The Minister of State for Parliamentary Affairs, representatives of the now forming Party caucuses and the Chair of the Legal and Parliamentary Committee meet to agree (a) that the Communication from the Chair be non-debatable, (b) that the first hour of the sitting day be devoted to Oral Questions to one, two or three Ministries according to a rota set up under Rule 26, with the remaining Rules of Part VI ,as amended, being enforced, (c)That the number and length of supplementary questions be restricted at the discretion of the Chair, and (d) that the appropriate Ministers definitely be present properly briefed to answer Questions to their Departments when due.
- ▶ That in the light of agreement of 4.1 the Rules Committee reviews the Part VI of the Rules as a matter of urgency and recommend necessary changes for adoption by the House.
- ▶ That when it is certain that the Rules of Part VI will be implemented as the result of agreements in 4.1 and 4.2, a number of small informal workshops be arranged by OPPD or its successor PSIDP so that an experienced practitioner can share experience with Members and facilitate the transition.
- ▶ That coincidentally with 4.3 (or even a little earlier) the Clerks of the Table Office and other more junior Clerk Assistants be given training by an experienced Clerk from another Parliament in the arts of assisting impartially Members in formulating their Questions either as ones for oral answer or written answer, suggesting ways by which a problem might be approached within the rules of Order. (The Clerk to the Overseas Office of the House of Commons, Westminster is generally pleased to entertain requests for an experienced Clerk Assistant to facilitate this kind of assistance within the host parliament – a comparatively low cost option)
- ▶ That in line with Rule 29.7 in respect of the Question Record, the information required to be held be placed on the Parliamentary website and up-dated each sitting day to enable easy reference by Members, media and CSOs.
- ▶ That a schedule of Questions for oral answer in a given week be published in the Order Paper of the Thursday of the preceding week.
- ▶ That the texts of Questions on the Order Paper for oral answer on a given day but not reached (because of time constraint) together with their answers be published in the Official Report (Hansard) for that day with written answers provided for the relevant Members beforehand.

- ▶ That Written Answers to Questions tabled for written answer only, together with the Question, be published in Hansard the day after the answer has been made known to the Member.

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**ANNEX B**

**YINKA OYINLOLA'S REPORT ON PERFORMANCE  
MONITORING: IMPLEMENTATION OF THE STRATEGIC PLAN  
AND 1<sup>ST</sup> YEAR WORK PLAN OF THE UGANDA PARLIAMENTARY  
COMMITTEE ON HIV/AIDS**

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**WHAT WERE THE ACCOMPLISHMENTS OF THE 1<sup>ST</sup> YEAR WORK PLAN?**

This question relates to the qualitative achievements, as opposed to the achievement of outputs stated in Chapter III of this report. It is important to understand the context and rationale for the Parliament to establish a Standing Committee on HIV/AIDS in order to put into perspective the accomplishments of the Work Plan. After numerous successes in combating the HIV/AIDS epidemic, it was deemed necessary to foster a powerful parliamentary response to effect the needed changes in policy, legislation, and social mobilization in the polity. This rationale, set within the context of no prior parliamentary Committee on HIV/AIDS, is made more critical for a new Committee to fashion out a way that Parliamentarians could contribute to the prevention, care, support, and treatment of HIV/AIDS.

The 1<sup>st</sup> Year Work Plan was consequential in the new Committee's ability to make it known that the legislative branch does have and could play a role in the fight against HIV/AIDS. The specific accomplishments of the Work Plan have been mentioned in other parts of this report. However, it is important to state that there are other anecdotal examples of qualitative successes. For example, the 1<sup>st</sup> Year activities, of the Committee, have won the Parliament goodwill as a worthy development partner in the fight against HIV/AIDS. Anecdotal evidence, of this assertion, is the political, financial, and moral support that the international development partners have provided to the Parliament through the Committee; it should be noted that the support began after the development of the 1<sup>st</sup> Year Work Plan.

As part of the implementation of the Work Plan, the Committee embarked on monitoring trips around the country. These trips contributed to the goal of creating examples of governance in which citizens could contribute to the processes of utilization of public resources through their elected representatives. Another example was found during the Parliamentary Forum on HIV/AIDS when PWAs commended the efforts of the Committee in engaging a cross-section of political and policy leadership on issues related to anti-retroviral treatments. This process, undoubtedly, is empowering and lays the foundation for the time when the governed will hold the governors accountable.

However, under the Work Plan, the Committee evidently treated its activities as stand-alones as opposed to mutually reinforcing. In other words, it could have been more effective if a particular event was utilized to accomplish several results. For example, in its first report to the Parliament, the Committee made several very important observations and recommendations; however, the opportunity was not availed to turn these observations and recommendations into legislative actions.

## LESSONS LEARNED

- a. ***Strategic Plans are good insofar as they are read, understood, and implemented:*** As stated earlier, there was an observable gap in follow-on strategic operational actions and actual implementation of work plan. This is attributable to the perception of the Committee's lax implementation of its Strategic Plan. To maximize the benefit of a strategy, it is important to read and understand the Plan; it is equally beneficial to establish a process for its regular consultation and reference.
  
- b. ***Team work achieves joint management and shared accountability:*** In performing an environmental scanning of its strengths and weaknesses, the Committee identified as one of its strengths the "collaborative dynamics [...] as well as complementarity of skills and knowledge."<sup>1</sup> Based on this, the Committee was organized into Sub-Committees so as to facilitate the implementation of its inputs. However, these Sub-Committees have functioned more as 'specialized' or task force teams with infrequent committee-wide meetings that would have allowed for achievement of team results based on a united and common objective. Through its Strategic Plan, the Committee established a clear purpose and approach for working together to accomplish a common result; it behooves of it to establish a process that would facilitate acceptance of accountability of decision and/or actions. This process requires open communication and feedback as well as interdependence, i.e. each Committee member's skills are needed for turning leader accountability into Committee accountability. This approach would likely reverse a perception, of a leadership with *sub rosa* agenda, to a reality of team consensus on accomplishment of shared objectives.
  
- c. ***Periodic review leads to improved program implementation:*** Performance monitoring is a continuous assessment and does not work as afterthought; otherwise, actual or potential successes and problems would not be identified early enough for timely adjustments to program operation. Had the Strategic and Work Plans been deemed as living documents and had there been periodic and continuous feedback, it was possible that adjustments would have been made, for example, in determining the extent that monitoring visits were related to policy priority areas or what democracy dividends accrued from the policy actions that could be transformed into key legislations. Furthermore, it would have been possible to measure, for example, how the Committee provides political leadership in the fight against HIV/AIDS.
  
- d. ***Skill acquisition needs to lead to skill application:*** Capacity building programs ought to take into consideration whether the skills impacted will be utilized so as to achieve institutional performance. Sometimes, there needs to be a commitment from beneficiaries of overseas training trips that their participation would result in the application of the acquired skills for the benefit of the Committee, in particular, and the Parliament in general. In embarking on trips, it is important to decide *a priori* what the benefits of such trips would be beyond individual MP's exposure or skills development; i.e. the trips must present benefits for the Committee. Beneficiary members, of trips, should be able to report back to the Committee the lessons and/or best practices learned and how such learning would translate into a concrete Committee action.

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<sup>1</sup> *ibid*, p. 11.

- e. ***Representation function is important*** but should not detract from concrete actions to ‘show results’ in other functional areas of oversight and lawmaking. There is no luxury of lengthy time for assessments and other studies because, ultimately, Committee members would only be able to measure their success in what legislations or corrective measures result from their efforts and actions. While the process of increased representation, undoubtedly, did enrich the knowledge of the MPs, the process cut into the time needed to demonstrate oversight and lawmaking results.
  
- f. ***Partnerships make a difference:*** While it may be true that the Committee accomplished results without the involvement of other key stakeholders, there is no question that greater impact would have been achieved with a focused plan of outreach to other parliamentary Committees and civil society organizations. Partnerships go beyond participation in meetings but must include a process for back and forth consultations for the partnership to deliver more than the sum of its individual parts.

## **PARLIAMENTARY HIV/AIDS RESOURCE CENTRE**

The establishment of a Parliamentary HIV/AIDS Resource Centre has been on the Committee’s agenda for quite sometime. However, there have been challenges. During the assessment, the Consultant and Chief of Party met with the Director of OPPD and the Director of Library, Research and Information Services (DLRIS) seeking information and a Parliamentary update.

Establishment and outfitting of the Parliamentary HIV/AIDS Resource Center: Sequel to meetings with the Department of Library, Research, and Information Services (DLRIS); Office of Parliamentary Professional Development (OPPD); and the Committee on HIV/AIDS, it was concluded that the outfitting of the Resource Center would have to be contingent upon a consensus on and resolution of the issue of space. The Committee affirmed to have been provided with a space, by the Sergeant-At-Arms, based on an instruction of the Speaker of the Parliament.

However, the DLRIS maintained that there had not been any request through the proper chain of administration and, hence, the Board of Management had not yet allocated any space for the Resource Center. For the impasse to be resolved, it was recommended to DA/LSA that there was a need for brokering of a meeting during which the divergent positions could be reconciled. DA/LSA resolved, with the concurrence of the Consultant, that such a proposed meeting would have to be ‘in-house’ within the Parliament. Consequently, the Chairman of the HIV/AIDS was advised to take the leadership role in convening a meeting of the key stakeholder (DLRIS and OPPD) as well as the Parliamentary Deputy Clerk in charge of Finance and Administration. However, the meeting did not take place during the period of this mission.

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**ANNEX C**  
**YINKA OYINLOLA'S REPORT ON**  
**IMPLEMENTATION OF THE STRATEGIC PLAN AND 1<sup>ST</sup> YEAR**  
**WORK PLAN OF THE UGANDA PARLIAMENTARY COMMITTEE**  
**ON GOVERNMENT ASSURANCES**

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**KEY FINDINGS**

Although the Committee is supposed to have 15 members, it consists of 11 members of which one has never attended any of the meetings and another one has only attended once; effectively, only 9 members are active. With the professional support of a Clerk, Researcher, Economic Analyst, and Legal Counsel, CGA has sufficient expertise to fulfill its terms of reference. However, as a Committee with preponderant oversight responsibility, the Committee lacks investigators who could assist in monitoring compliance with its procedural functions. Although CGA receives the required other professional support, e.g. from other Committees' Clerks, its members averred that it has been deprived of the requisite financial allocation for it to be fully efficient.

**SUCSESSES**

The Committee accomplished some its tasks and achieved some results under its 1<sup>st</sup> Year Work Plan. Notable among its achievements was the establishment of a Records File which contains all the assurances made by government officials. Extracted from the records of other parliamentary Committees as well as from the Hansard, the Clerk of the Committee now keeps a File that, reportedly, is accurate with the assurances given the sources of their extractions. The frequency of updating the File is on ad-hoc basis and all the MPs and staffers have access to it. Prior to the work planning workshop, CGA was assisted by only a Clerk but, presently, it enjoys the service of three other professionals; this result is attributable to the dynamism that resulted from the workshop of March 2003.

Testimonials, from members of the Committee, revealed an increased knowledge of and enhanced capacity for fulfilling the mandates of Committee membership. This enhanced capacity is manifested in the manner in which CGA has succeeded in bringing about fulfillment of some promises made by Executive branch officials; notable examples include the issues related to the displaced people in Kibale; work laymen of Wankurukuku; and Bubulo bridge in Mbale. A number of the Committee members disclosed that they had no idea of the functions of CGA prior to joining it; some stated that they became members because they were late in choosing which Committees to serve on, while others informed that their membership was due to the fact that other Committees were already filled up. However, all confirmed that the work planning workshop not only clarified the purpose of the Committee but also their roles as its members.

Furthermore, the Government has designated an official to monitor compliance with the assurances made by the government; this decision was as a result of a June 2004 letter sent by

the CGA to the Prime Minister. It was also stated that, during plenary sessions, some members of CGA have utilized question time and budget discussions to hold government officials accountable for their assurances. One significant example is that all Ministries and Agencies are now required to prove to the Parliament that funding is available for capital projects and services proposed by the Executive branch.

## **CHALLENGES**

Although the Committee planned to outreach to other Committees, this activity had not been undertaken; nonetheless, it is worthy of note that CGA's Clerk was able to devise an ingenious way to reach out to and receive the collaboration of her colleagues (i.e. other Committee Clerks). With regard to raising the profile of the Committee, through lobbying for its interests, no result has emanated from this activity. There seemed to be an over-reliance, of CGA, on reports' preparation thereby slowing down the process of fostering Committee's oversight function of ensuring the implementation of assurances. It was disclosed that, to date, only two reports have been tabled before the Parliament. While it is important to do reports, there are other possible ways that CGA could prove its effectiveness; a possible way is to develop a process of monthly compilation of all government assurances and use the office of the Minister for Parliamentary Affairs or the press to disseminate such assurances so that the Executive branch of government could have a 'tickler' of its promises and undertakings.

## **CONSULTANT'S CONCLUSIONS**

### **STRENGTHS & OPPORTUNITIES**

As a Committee with a preponderant oversight role, the statutory role and authority to be effective is a great strength. With investigative authority and legislative powers to compel government officials to provide information, the Committee could also exercise limited judicial authority such as issuing subpoenas to and sanctions against Government officials. Moreover, the Committee also possesses staff resource (Clerk, Researcher, Economic Analyst, and Legal Counsel) to carry out its responsibility.

### **WEAKNESSES & THREATS**

Although the Committee underwent a work planning exercise, there was no indication that this has resulted in a systematic Committee operation or structured manner of fulfilling the Committee's mandate. There appears to be a dearth of knowledge on how to translate the statutory role and functions into planned and strategic interventions. A particular threat to this Committee is an ability to work as a team to achieve a common mission. With inadequate procedural resource to carry out oversight, the Committee also confronts lack of investigative personnel and enforcement tools. In addition, another major constrain is the availability of infrastructure such as physical facilities to conduct business and appropriate equipment. A critical weakness is the inability to utilize, to date, the plethora of national and local non-government organizations that promote transparency and accountability. The media is another ally that could be engaged in bringing about enforcement of some the Committee's resolutions; however, this ally had neither been cultivated nor utilized.

## CONSULTANT'S RECOMMENDATIONS

***Follow-on training & Retraining:*** The Committee requires assistance in deepening its understanding beyond the “know-what” of its mandate. Follow-on training is required on “know-how” (translating theoretical knowledge into effective execution) and “know-why” (the systems knowledge of the web of cause and effect relationships). Understandably, there is an insufficient comparative model of Parliamentary Government Assurances Committees; however, there are abundant and useful approaches to legislative oversight of the Government. Other possible trainings can be in areas such as public hearings.

### ***Clarification Helps on Proposed and/or Planned Tasks***

The work plan detailed a responsibility chart for implementation of tasks, but in some cases it appeared as though follow-up with such implementers was not conducted while, in other cases, there was a misunderstanding and/or misrepresentation of who is responsible for what. For example, two of the proposed activities (a workshop for MPs and staff on CGA's role and functions as well as linking up with PEAP's Review Commission) identified DA/LSA as ‘duty bearers.’ DA/LSA, however, disclosed that no commitment was ever made, specific to the Committee, on the two tasks.

***Assistance on improved relationship with other Parliamentary Committees*** will greatly enhance the performance of the Government Assurance Committee. This relationship can include participation of GAC members in the oversight trainings and workshops organized for Committees such as Public Accounts, National Economy, Budget, etc. Furthermore, GAC can be assisted to understand how its functions overlap with that of other Committees so that it can establish a framework and process for effective coordination.

***Partnership with Non-Governmental Organizations and the Media*** is a critical area of need for GAC. Additional capacity building enhancement in the area of media relations will enable the Committee to creatively improve its investigatory functions. NGOs, particularly at the District and Sub-County levels, can effectively serve as ‘watchdogs’ of monitoring compliance. Support can also be provided to GAC on how to utilize expert input.

***Technical assistance*** can be provided on how to enhance GAC's record-keeping systems and regular production of its compilation of list of undertakings by Government officials. A periodic publication, of assurances and undertakings, will likely yield the value of ‘social accountability’ i.e. application of legitimate pressure for compliance by the Government.